

Date: Wednesday, 2 July 2025

Time: 10.00 am

Venue: The Council Chamber, The Guildhall, Frankwell Quay, Shrewsbury, SY3 8HQ

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PEOPLE OVERVIEW AND SCRUTINY COMMITTEE

TO FOLLOW REPORT (S)

7 **Call In of Cabinet Decision - Telecare Charging Consultation (Pages 1 - 22)**

A decision of Cabinet made on 11 June 2025 with regard to ITEM 11 TELECARE CHARGING CONSULTATION has been called in by the Green and Progressive Independents Group with support from the Labour Group.

The People Overview and Scrutiny Committee is asked to consider the decision taken.

The following appendices to the covering report by the Scrutiny Officer are attached, or to follow:

Appendix 1a – Call in notice – Green and Progressive Independents Group supported by the Labour Group.

Appendix 2 – Telecare Charging Consultation Report to Cabinet

Appendix 2a - Telecare Benchmarking in WM

Appendix 2b - Telecare Consultation Report

Appendix 2c - EISHA Telecare Charging

Appendix 2d - Charging and financial assessment policy for non-residential care

Appendix 3 – Supplementary Information – Service (to follow)

Appendix 4 - Call in procedure at committee

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Call In of Cabinet Decision Telecare Charging Consultation

Page 1

Wednesday 2 July 2025

Agenda Item 7

Cllr Julian Dean on behalf of the Green and Progressive Independent Group.

Point 1: Recognising that this is a preventative service, ensuring that the full impact of charging has been ascertained and to provide experience-based insights or suggestions from members that could further mitigate the charge, or enhance the service and level of support to individuals.

To date, we have:

- Included an assessment of risk and mitigations within the original cabinet report **pages 3,4, 5 and 6**, and have further developed an enhanced **mitigation paper (Appendix A)**
- Conducted **formal consultations** with service users, carers, and stakeholders (467 responses received). Their input directly shaped the proposed enhancements to mitigation strategies and support pathways, which include:
 - **Continuing to fund Telecare for anyone who, following financial assessment, is deemed unable to meet the charges, consistent with our responsibilities under the Care Act. We will also continue to fund: Recipients of existing Council-funded social care packages; Individuals entitled to free services under Section 117 of the Mental Health Act 1983; and those receiving a time-limited reablement package after hospital discharge**
 - **Assigned officers conducting risk assessments** to address safety or wellbeing concerns and confirming or initiating charging assessments. Where required a home visit will be considered.
 - Conduct a **benefits check** and take steps to **maximise the individual's entitled income**.
 - Refer to **advocacy or other support services** as needed
 - Allocate officers to ensure that should the decision to discontinue Telecare is made on a **fully informed** basis, not driven solely by cost and ensure users understand all available options and can make an **informed decision**
 - Provide **follow up calls** to those who are flagged as high risk who end the service after 3 months

A new Telecare Officer will commence in late June to improve monitoring and manage equipment retrieval.

The proposed charge is at **a subsidised rate of £3.45 a week**.

Cllr Julian Dean on behalf of the Green and Progressive Independent Group.

Point 2: Ensuring that Councillors and the public understand the various channels through which the Council as a Social Services and Housing authority provides telecare and that the regimes are consistent, and the decision has been based on accurate information.

Shropshire Council's Telecare service includes:

- 24-hour alarm monitoring
- Personal pendants
- Fall detectors
- Door and sensor packages

STAR Housing, an Arms Length Management Organisation (ALMO), responsible for managing the Council's social housing stock- currently operates their own community alarm service under separate governance and funding arrangement, independent of the Council's provision:

- Offers only base units and pendants
- Cost more than the Council's proposed charge

Other Telecare options available on the open market to Shropshire residents:

- Private providers supply tailored packages, installation (including remote options), and monitoring/response services. These commercial services typically cost more than the Council's proposed charge highlighting the affordability of the Council's offer

Cllr Julian Dean on behalf of the Green and Progressive Independent Group.

Point 3: *As the equalities impact assessment identified negative outcomes for two groups with protected characteristics to assess whether anything more can be done to mitigate the impact for them*

The Equalities Impact Assessment rightly highlights that older people and those with disabilities, two groups with protected characteristics are more likely to rely on Telecare services. This is unsurprising, as Telecare is specifically designed to support individuals and provide reassurance to those who may be at higher risk due to age, frailty, limited mobility, or complex health needs.

We've carefully considered how to further mitigate any adverse impact. This includes:

- Continuing to fund Telecare for anyone who, following financial assessment, is **deemed unable to afford the charges**, consistent with our responsibilities under the Care Act

• We will also continue to fund:

- Recipients of **existing Council-funded social care packages**;
- Individuals entitled to free services under **Section 117 of the Mental Health Act 1983**;
- and those receiving a time-limited **reablement package** after hospital discharge

Under the proposed charging model, (**page 6** of the cabinet report) approximately 1,793 out of 2066 telecare users would need to pay.

(N.B we have 117 people on an alternative provision which we will be moving into our substantive contract to ensure equitable provision for residents)

We welcome any further ideas from Members and officers on how to bolster our wrap-around support and secure the strongest possible outcome for people we support.

A comprehensive consultation has been carried out and is evidenced in the original cabinet report to inform these proposals. A printed version (with a freepost envelope for return) accompanied by a link to the online questionnaire, was distributed by post to all 2,060 service users ([page 11 of the cabinet report](#))

At present, our Telecare service is offered universally at no cost, regardless of individual financial circumstances.

We will offer the following support to individuals who inform us that they are unable to afford the charge or wish to cancel the service.

- A financial assessment is required for those with eligible care needs, using the Online Financial Assessment Calculator.
- Under the proposed model, a comprehensive financial assessment will review income, outgoings, and savings.
- During assessment, officers will:
 - Offer **benefits advice** and entitlement checks
 - Refer to **external support agencies** (e.g. Citizens Advice, welfare benefit/ income maximisation services)
 - Identify eligibility for **hardship or crisis-support funds**

- **Service Uptake Monitoring:** A new Telecare Officer will improve device return processes and monitor usage
- Following the risk assessment conducted by an allocated officer, we will provide **follow up calls** to those who are flagged as high risk who end the service after 3 months. Where required a home visit will be considered

Implementation Plan (Summary) (see Appendix B for full plan)

- **Communication Plan:** Developed from 9 July – duration: 5 days
- **LAS Data Work:** Commenced 9 July – duration: 22 days
- **Customer Letters Issued:** Starting 6 August – over 40 days
- **Direct Customer Contact:** Begins 6 August – duration: 60 days
 - Includes handling enquiries, referrals to the Financial Assessments Team, providing support, and completing risk assessments
- **Follow-up with Non-Responders:** From 3 September – duration: 20 days

Deadline 1 October 2025 - go live

A delay could impact wider service development, including Telecare recommissioning and disrupt interdependent commissioning workstreams across service areas.

It would also **affect projected income generation** linked to the savings plan, as well as prolonging uncertainty for individuals utilising the service.

Reiterating the information in the cabinet report on **pages 3, 4, 5 and 6** - the risks and mitigations section.

To clarify further, we have included an enhanced description of the mitigation measures related to this concern in **Appendix A** – section a which is summarised below: **Telecare Charging: Service Cancellation & Continuity Protocol**

Summary:

- **Cancellation Notification:** The Telecare Team must inform the allocated social worker (or Duty Team) within 2 working days of cancellation due to charging.
- **Risk & Charging Assessment:** Officers assess risks from unmet needs and check if a charging assessment is needed or already completed.
- **Financial & Welfare Support:** Officers conduct benefit checks, maximise income, and refer to advocacy to ensure decisions are informed.
- **Council Funding:** Charges are not applied for those anyone who, following financial assessment, are deemed unable to meet the charges, consistent with our responsibilities under the Care Act. We will also continue to fund: Recipients of existing Council-funded social care packages; Individuals entitled to free services under Section 117 of the Mental Health Act 1983; and those receiving a time-limited reablement package after hospital discharge.
- **Charging Policy:** Users undergo financial assessment, with self-funders contributing per the 2024–25 charging policy and Minimum Income Guarantee.
- **Informed Choice & Mental Capacity:**
 - Individuals have the right to decline services, even if it seems unwise.
 - Where a user lacks capacity, the Council works with legal representatives or applies for a deputy if needed. Debt recovery is paused until appointment, but charges apply from service start.
- **Service Uptake Monitoring:** A new Telecare Officer will improve device return processes and monitor usage.
- **Service Recommissioning:** A new contract due next year—will include:
 - Credit-back loan model
 - Automated inactive device testing
 - Review of access to the service without an assessment

The Equalities Impact Assessment rightly highlights that older people and those with disabilities, two groups with protected characteristics are more likely to rely on Telecare services. This is unsurprising, as Telecare is specifically designed to support individuals and provide reassurance to those who may be at higher risk due to age, frailty, limited mobility, or complex health needs.

At present, our Telecare service is offered universally at no cost, regardless of individual financial circumstances.

A financial assessment is required for those with eligible care needs, using the Online Financial Assessment Calculator.

Under the proposed model, a comprehensive financial assessment will review income, outgoings, and savings.

During assessment, officers will:

- Offer **benefits advice** and entitlement checks
- Refer to **external support agencies** (e.g. Citizens Advice, welfare benefit/ income maximisation services)
- Identify eligibility for **hardship or crisis-support funds**

Ongoing measures to ensure fairness:

- Annual or event-triggered financial re-assessments
- Clear printed and digital guidance on the charging process
- A dedicated Telecare officer to monitor usage and provide support, including home visit if deemed appropriate

The new model aims to shift from a universal-free system to one that ensures sustainability while maintaining subsidised access for all in Shropshire.

Cllr Rosemary Dartnall on behalf of the Labour Group
Point 3: *The report does not consider the impacts on people's lives beyond leaving the Telecare service and therefore does not consider mitigations*

We acknowledge concerns that the report's analysis may appear to end at the point a client withdraws from telecare, without fully detailing subsequent effects on their daily wellbeing or the safeguards in place thereafter. However, the original report's risk assessments do consider these impacts and set out corresponding mitigation measures in the risk table on **pages 3 and 4**. For a more comprehensive explanation, please see Appendix A – section a), which provides the following detailed response. A summary is provided below:

Telecare Charging: Service Cancellation & Continuity Protocol

- **Cancellation Notification:** The Telecare Team must inform the allocated social worker (or Duty Team) within 2 working days of cancellation due to charging.
- **Risk & Charging Assessment:** Officers assess risks from unmet needs and check if a charging assessment is needed or already completed.
- **Financial & Welfare Support:** Officers conduct benefit checks, maximise income, and refer to advocacy and other forms of support to ensure decisions are informed.
- **Council Funding:** Charges are not applied for those anyone who, following financial assessment, are deemed unable to meet the charges, consistent with our responsibilities under the Care Act. We will also continue to fund: Recipients of existing Council-funded social care packages; Individuals entitled to free services under Section 117 of the Mental Health Act 1983; and those receiving a time-limited reablement package after hospital discharge.
- **Charging Policy:** Users undergo financial assessment, with self-funders contributing per the 2024–25 charging policy and Minimum Income Guarantee.
- **Informed Choice & Mental Capacity:**
 - Individuals have the right to decline services, even if it seems unwise.
 - Where a user lacks capacity, the Council works with legal representatives or applies for a deputy if needed.
- **Service Uptake Monitoring:** A new Telecare Officer will improve device return processes and monitor usage.
- Provide **follow up calls** to those who are flagged as high risk who end the service after 3 months

Summary

- No charges will be applied to individuals who, following a financial assessment, are found unable to contribute—this aligns with our obligations under the Care Act and our Charging Policy.
- We will continue to fully fund:
 - Individuals with existing Council-funded social care packages
 - Those entitled to free services under Section 117 of the Mental Health Act 1983
 - People receiving short-term reablement support after hospital discharge
- For those considering cancelling services due to charges, each case will be carefully reviewed. This includes an individual risk assessment, benefit checks, income maximisation efforts, and referrals to advocacy or support services to ensure fully informed decisions.
- The proposed model aims to shift from a universal-free system to one that ensures sustainability while maintaining subsidised access for all in Shropshire.
- Monthly updates on the progress of implementing these measures will be shared with Cllr Ruth Houghton, Portfolio Holder for Social Care, through the Service Director's briefings.
- Finally, propose that Scrutiny consider a dedicated item on Prevention in its forward plan within the next 12 months, allowing for deeper exploration of this element of the Adult Social Care strategy.

Appendix 2: Telecare charging consultation Cabinet report

Original Appendices:

Appendix 2a: Telecare Benchmarking

Appendix 2b: Telecare Charges Consultation Report

Appendix 2c: ESHIA

Appendix 2d: Adult Social Care Charging and Financial Assessment Policy for Non-Residential Care
2024-2025

Page 11

Supplementary appendices for Scrutiny Panel:

Appendix 3: Presentation

- Appendix 3a: Mitigations paper on telecare charging
- Appendix 3b: Implementation plan

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Telecare Charging Proposal

In light of the Cabinet's review on 11 June 2025, the following sections provide a detailed assessment of the principal risks and anticipated impacts, together with the comprehensive mitigation framework we will deploy upon approval.

<i>Risk</i>	<i>Possible impact and Mitigations</i>
a) Cancellation of service: Individuals may cancel their service due to the introduction of charging.	<p><i>The processes described below serve as control measures, outlining the actions to be taken to manage the risk if an individual cancels their service due to charging.</i></p> <p>Telecare Charging: Service Cancellation and Continuity Protocol</p> <ol style="list-style-type: none"> 1. Cancellation Notification When a user elects to cancel Telecare following the introduction of charges, the Telecare Team must notify the individual's allocated social care worker—or the Duty Social Work Team if no worker is assigned—within two working days. 2. Risk and Charging Assessment The allocated officer will complete a risk assessment to identify any safety or wellbeing concerns arising from unmet needs and implement appropriate mitigation. Simultaneously, they will verify whether a charging assessment has already been carried out or needs to be arranged. Follow up phone call after 3 months. Where required a home visit will be considered. 3. Financial and Welfare Review To minimise adverse financial impact, the officer will: Conduct a benefits check and take steps to maximise the individual's entitled income. – Refer to advocacy or other support services as needed. They will ensure that the decision to discontinue Telecare is made on a fully informed basis, not driven solely by cost. 4. Council Funding Commitments Shropshire Council will continue to fund Telecare for anyone who, following financial assessment, is deemed unable to meet the charges—consistent with our responsibilities under the Care Act. This includes: <ul style="list-style-type: none"> ➤ Recipients of existing Council-funded social care packages ➤ Individuals entitled to free services under Section 117 of the Mental Health Act 1983 ➤ Those receiving a time-limited reablement package after hospital discharge. ➤ Crucially, the proposed charge is at a subsidised rate.

5. Financial Assessment and Charging Policy
Telecare users will undergo a **financial assessment** to establish their capacity to contribute.
Self-funders will be charged in accordance with the Adult Social Care Charging and Financial Assessment Policy for Non-Residential Care 2024-25, applying the Minimum Income Guarantee where applicable.

6. Informed Choice and Personal Autonomy
This mitigation framework ensures users understand **all available options** and can make an **informed decision**. It also recognises the right—provided the individual has capacity—to make an “unwise” choice, including service cancellation.

Mental Capacity to Manage Finances

Where a person lacks the mental capacity to manage their finances, they may still be assessed as able to contribute towards the cost of their care. The Council will need to work with someone who has the appropriate authority (e.g Power of Attorney or appointee for benefits) to make financial decisions on behalf of the person.

People who lack the mental capacity to give consent to a financial assessment and who do not have an authorised representative will require the appointment of a deputy for property and financial affairs. Family members can apply for this to the Court of Protection or the Council will consider applying if there is no-one else suitable. The application process can take several months to complete but contributions towards the cost of care will still apply from the date the support commenced. Debt collection procedures will be suspended during this period until such time as a deputy has been appointed, subject to proof of application. The Council will then expect payment of any outstanding charges in full and if necessary, take steps to recover any arrears of charges.

7. Service Uptake and Data Management
During our recent data-cleansing exercise, 241 telecare clients (or their representatives) confirmed either that the user had passed away or that the device was unused or unnecessary. As a free service, some clients saw no urgency in returning inactive equipment or notifying us of this. To improve oversight, we will onboard a new Telecare Officer at the end of June—filling a six-month vacancy—who will monitor inactive users and manage device returns.
8. Service Re-commissioning Before year-end
We will re-commission the Telecare service. The new contract will: proposes to introduce a credit-back loan model, managed-service provision including an automated testing for inactive

	<p>devices. Enable referrals to a private Telecare offering for non-eligible self-funders, broadening choice and supporting workload management.</p>
<p>b) Affordability and cost of Living crisis: Charging for telecare service may affected individuals negatively, in ways that include difficulties meeting basic needs such as heating their homes, eating a balanced diet, increased social isolation, and mental health impacts such as loss of sleep.</p>	<p>Telecare Charging: Equity, Assessment and Contribution Framework</p> <p>At present, our Telecare service is offered universally at no cost, regardless of individual financial circumstances. While well-intentioned, this approach places an undue burden on public resources and overlooks the principle of ability to pay.</p> <p>When a person has eligible care needs, a financial assessment must be carried out. An officer from the Financial Assessment Team will contact the person or their representative to arrange the completion of a Financial Declaration through the Online Financial Assessment Calculator – Link to the calculator: Calculate your contribution. Completion of the assessment is required to determine the financial contribution a person should contribute towards their personal budget.</p> <p>Under the proposed model, individuals will undergo a comprehensive financial assessment—aligned with the Adult Social Care Charging and Financial Assessment Policy for Non-Residential Care 2024-25—which examines household income, outgoings and savings. During this process, officers will:</p> <ul style="list-style-type: none"> • Provide tailored advice on welfare benefits and entitlements; • Refer or signpost to relevant support agencies (e.g., Citizens Advice, Welfare Rights Service, debt-advice charities); • Identify eligibility for discretionary hardship or crisis-support funds. <p>Charging will be applied according to need and means:</p> <p>Telecare as sole support:</p> <ul style="list-style-type: none"> • Individuals whose only assessed requirement is Telecare will be charged at the full contributory rate, subject to their assessed ability to pay. <p>Telecare within a wider care package:</p> <ul style="list-style-type: none"> • Those receiving Council-funded care services will pay not pay for telecare. <p>To ensure fairness, transparency and ongoing support, we will also</p> <ul style="list-style-type: none"> • Re-assess financial contributions annually (or upon significant change in circumstances) to capture income shifts, benefit awards or expense variations;

	<ul style="list-style-type: none"> • Publish straightforward guidance materials—print and digital—to explain the charging process, and avenues for additional support; • Assign a dedicated Telecare officer to monitor uptake, manage inactive devices, working closely with the financial assessment team and coordinate benefit-advice outreach; • Review of financial assessments. A financial assessment will be undertaken at the earliest opportunity to assist with decision making as part of the care and support planning process. The assessment will be subject to regular review to take account of any changes to a person's finances. The person's contribution will be re-assessed whenever any of the following apply: - <p>Annually in April following the changes in annual benefit rates.</p> <p>Following any relevant changes in the person's circumstances or changes in the person's income and capital, It is the person's responsibility, or that of their financial representative, to inform the Financial Assessment Team of any changes in their circumstances that will affect the amount that they contribute to their Personal budget, specifically:</p> <ul style="list-style-type: none"> ➤ Changes in income ➤ Changes to their capital ➤ Changes in membership of the household ➤ Moving to other accommodation ➤ Changes are required to be reported to the Team within a month of the date of change. ➤ Any change will be effective on the Monday of the week in which the change occurred. <p>By linking charges to ability to pay, enhancing benefit-support pathways and introducing hardship safeguards, we will move from an inequitable “all-free” model to one that balances financial sustainability with our commitment to deliver safe, affordable care for all Shropshire residents.</p>
c) Increase in complaints	<p>If someone disagrees with their financial assessment outcome, they can request a review by explaining why they believe the decision is incorrect. If additional information needs to be considered, people will be advised that they should contact the Financial Assessment team. In some cases, this may involve completing a new financial assessment form. If the person remains dissatisfied, they will be advised that they can file a complaint via the Shropshire Council website Provide Feedback or, can:</p>

	<p>Email: customer.feedback@shropshire.gov.uk Write to: Feedback and Insight Team, Shropshire Council, PO Box 4826, Shrewsbury SY1 9LJ Telephone customer services: 0345 678 9000 via the first point of contact.</p>
<p>d) Impact on other services such as NHS and community and voluntary sector: The services affected by this proposal could impact both social and health-care sectors if people decide to not continue to receive the telecare service, or do not take up the offer of telecare due to the charge.</p>	<p>A risk assessment may be conducted to identify any risks due to unmet needs, and measures will be taken to mitigate these risks wherever possible. The proposed change aims to increase the accessibility of the service.</p>
<p>e) Impact on Internal teams: There is a risk that our internal teams may lack sufficient capacity to integrate the new charging functionality into existing systems. Throughout the consultation process, these teams have highlighted their current resource constraints.</p>	<p>Resource Reallocation and Team Prioritisation</p> <p>To support seamless integration of Telecare charging, we will conduct a rapid review of all current initiatives and reassign staff from lower-priority workstreams to the charging project. (please see accompanying implementation plan). This will involve close collaboration between the Project Management Office, Finance, ICT and Service Delivery teams to define clear roles and responsibilities, avoid duplicating effort, and ensure subject-matter experts are available when key decisions arise. By front-loading resource for configuration, testing and user-training activities, we safeguard against bottlenecks later in the rollout.</p> <p>Revised Implementation Timeline and Departmental</p> <p>Milestones recognising the pressure on operational teams, we will recalibrate our project schedule to align with each department's realistic capacity. This means extending certain milestones—such as financial-system integration and staff training—by up to two weeks, allowing Business Support, Customer Services and the Financial Assessment team to absorb charging-related tasks without compromising their core service commitments. All amended dates will be published in a consolidated roadmap, giving every team visibility and the ability to plan around critical deployment windows.</p> <p>Governance-Led Monitoring and Capacity Assurance</p>

	<p>We will institute fortnightly progress reviews via a Task and Finish group chaired by the project sponsor, bringing together representatives from Finance, ICT, Operations, Commissioning and the Project Management Office. These working-level checkpoints will monitor workload metrics, track outstanding actions and identify emerging resource constraints. If any team signals capacity overload, the governance group will trigger immediate support—either by mobilising additional temporary staff, reordering deliverables or adjusting timescales—to maintain momentum and protect overall project quality.</p>
f) Impact on carers and family members	<ul style="list-style-type: none"> • Those Care eligible individuals with packages of care already funded by the council (as described above) will not be charged • The proposed charge is at a subsidised rate • The proposed change aims to increase the accessibility of the service • Guidance will be provided to direct carers toward relevant support services they may benefit from via the Shropshire Carers team on 01743 341995 or can register using the online form Carers Register
g) Debt implications for people if they continue to use the service without paying for it	<p>Existing users may continue accessing the system without making payments, potentially leading to accumulated debt and the need for payment recovery procedures.</p> <p>Support will be provided to facilitate payment through the Council's debt management process, which will be aligned with the existing debtor framework within Adult Social Care. This process will follow the outlined financial assessment to determine the individual's ability to pay. If charging is introduced, the 'debtors' list for telecare services will be monitored on a monthly basis. The overarching principles of the debt policy (link to the debt recovery policy) adult-social-care-debt-recovery-policy.pdf are:</p> <p>Possible debts must be discussed with the person or their representative;</p> <ul style="list-style-type: none"> • The local authority must act reasonably; • Arrangements for debt repayments should be agreed between the relevant parties; • Repayments must be affordable, within a reasonable repayment period and by Direct Debit. All repayment plans will be dependent on the customers individual circumstances; • Court Action should only be considered after all other reasonable avenues have been exhausted
h) Risk of challenge to the decision causing delays in implementation	<p>In the event that the Cabinet decision is formally called in, the implementation of the proposed charge will be unavoidably delayed—now not anticipated to proceed before 1 April 2026. This delay will, in turn, eliminate the Council's ability to realise approximately £120,000 of projected income during the remainder of the current financial year. It</p>

	<p>should be emphasised that the original go-live date of 1 October was established against a backdrop of significant financial constraint and was therefore highly ambitious; a call-in challenge will render that timetable unachievable. Furthermore, should the decision be called in, the matter is likely to require referral to the Scrutiny Panel scheduled for 2 July 2025. In response, officers will develop and submit a fully revised project timetable, setting out new milestones, critical path activities, and anticipated decision-points to ensure clarity of progress and accountability going forward. In addition, officers will undertake the necessary preparations for presentation to the Scrutiny Panel.</p>
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Telecare Charging Implementation Timeline

Project Reference and Title	Fees and Charges - Telecare	LAST UPDATED DATE:	27.6.25
Project Delivery Lead	Steve Latham-White SUW/Faith Jones FJ	Project Sponsor	Laura Tyler LT

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